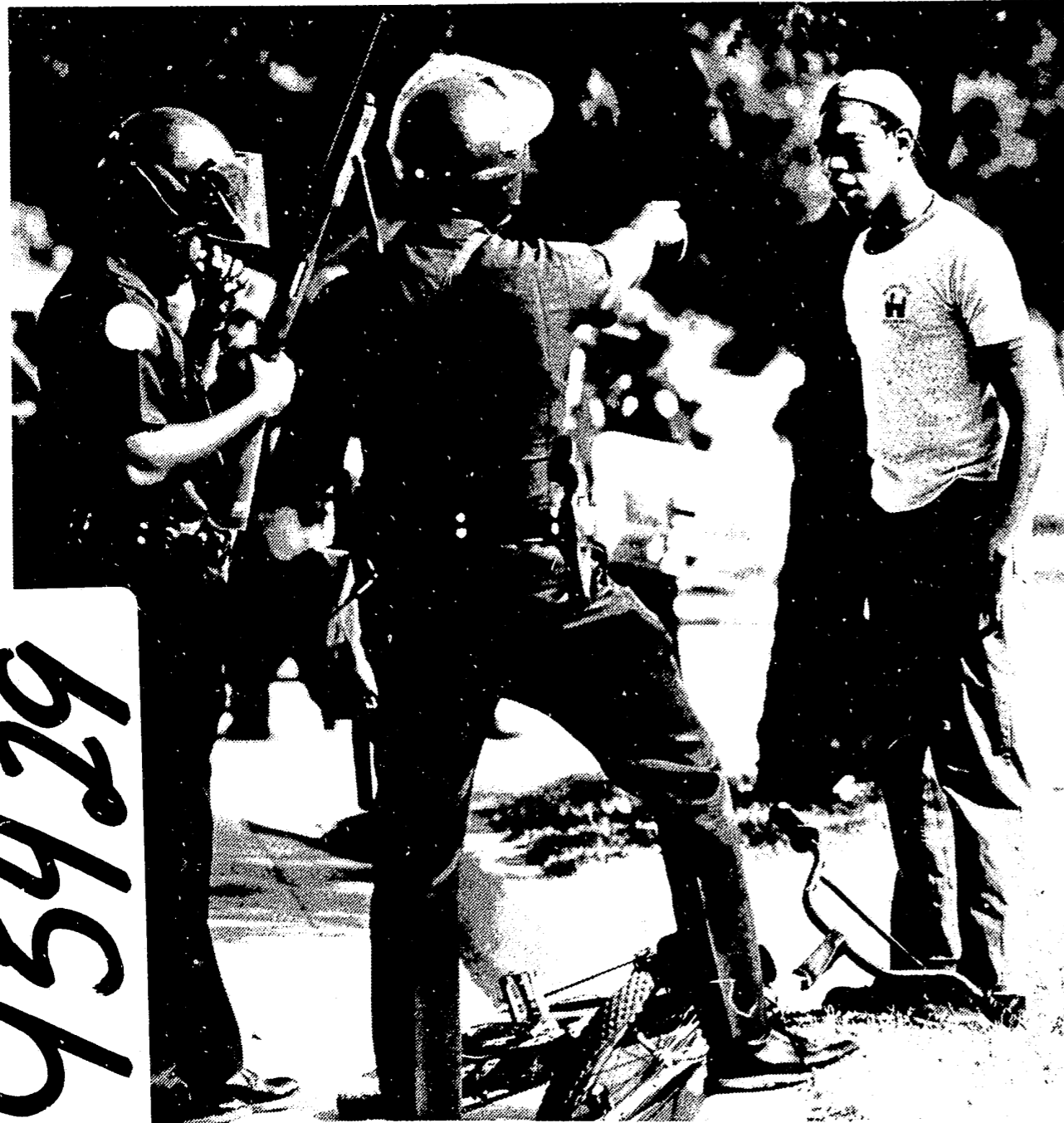


U.S. Department of Justice
Community Relations Service



Annual Report of the Community Relations Service 1982



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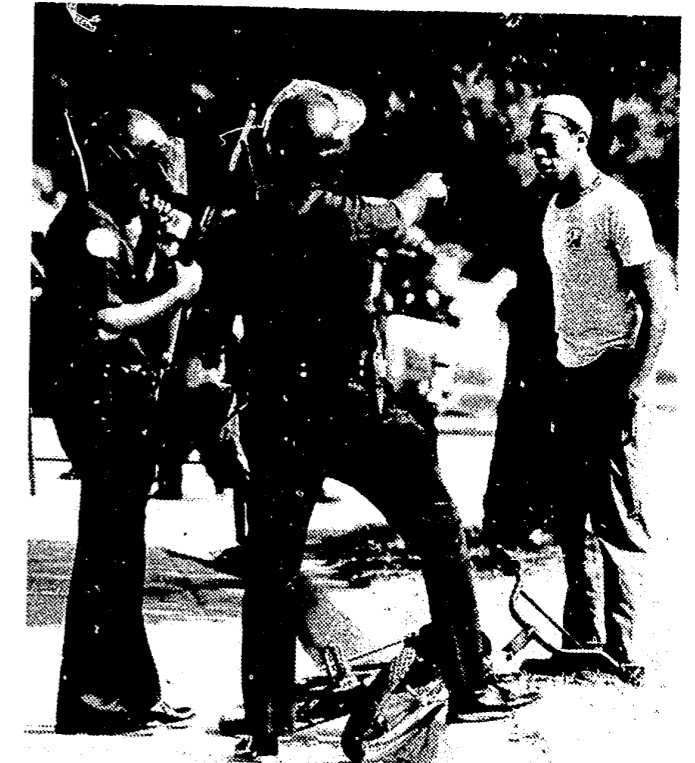
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Annual Report of the Community Relations Service 1982



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Foreword

The Community Relations Service (CRS) recorded a rising demand for its services in Fiscal Year 1982, as indicated by a growing number of alerts and an increased caseload.

The agency processed 1,996 alerts to potentially serious racial/ethnic conflicts, almost 500 more than in the preceding year.

From those alerts, 893 new cases were opened. Counting 203 cases still in progress at the end of Fiscal Year 1981, CRS actively sought resolution of disputes in a total of 1,096 cases.

The nature of that caseload was varied. For example, the agency:

- Continued to assist parties in resolving differences between citizens and police over the issue of police use of deadly force.
- Assisted communities in dealing with acts of racial harassment, intimidation, and violence.
- Responded to volatile confrontations over desegregation-related issues in schools.

• Resolved conflicts arising out of the resettlement of Cuban, Haitian, Indochinese, and other refugees or immigrants, particularly when violence erupted.

• In referrals from federal courts, mediated agreements that resulted in consent decrees or other court orders.

• Placed special priority on encouraging police and minority citizens to cooperate against crime, on containing and reducing racial harassment, and on reducing the risk of civil disorder.

The agency's caseload was, in fact, a full one, but the year was one in which we were gratified both by the volume and quality of work accomplished.

Gilbert G. Pompa
Director

Responsibilities of the Community Relations Service

The mandate of the Community Relations Service (CRS) is set forth in Title X of the Civil Rights Act of 1964 as follows: "It shall be the function of the Service to provide assistance to communities and persons therein in resolving disputes, disagreements, or difficulties relating to discriminatory practices based on race, color, or national origin which impair the rights of persons in such communities under the Constitution or laws of the United States or which affect or may affect interstate commerce."

The agency's function is also addressed in two other statutes:

- In Title II of the 1964 Civil Rights Act, which prohibits discrimination in public accommodations on the basis of race, color, religion, or national origin, and provides that a Federal court may refer a civil action under the Title to CRS "for as long as the court believes there is a reasonable possibility of obtaining voluntary compliance ..."

- And in Title VIII of the Civil Rights Act of 1968, which directs that "the Secretary of HUD shall cooperate with and render such technical and other assistance to the Community Relations Service as may be appropriate to further its activities in preventing or eliminating discriminatory housing practices ..."

It should be emphasized that disputes coming under the jurisdiction of CRS are not restricted to those arising under a particular statute or constitutional guarantee. The agency has an express responsibility to help communities resolve any problems based on race, color, or national origin discrimination. It carries out that responsibility through the practical application of conciliation-mediation techniques to problems as an interested third party.

The agency's conciliators and mediators respond to communities' needs from 10 regional offices. These offices are alerted to problems several ways: by public officials or leaders of community groups who themselves seek the agency's help, by other interested parties, by direct observation, or through news media reports. Incidents within CRS' jurisdiction are carefully assessed to determine the nature of the issues, the parties involved and their positions, whether the dispute appears amenable to the agency's conflict resolution process, objectives to be pursued, and resources required.

CRS has complete discretion in providing this day-to-day assistance to communities, subject to the immediate supervision of the Deputy Attorney General. This role imposes a number of responsibilities upon the agency:

- Encouraging all citizens to pursue cooperation and voluntary action as a means of dealing with racial/ethnic disagreements.
- Bringing all disputes and litigation possible to prompt settlement through voluntary action.

- Working cooperatively with appropriate state or local, public or private agencies.

- Maintaining liaison with other Federal agencies assigned civil rights responsibilities so that maximum effectiveness and economy are achieved, and so that duplication of effort is avoided.

- Maintaining liaison with other organizations working to eliminate discrimination based on race, color, or national origin.

- Monitoring the changing dynamics of race relations and maintaining the flexibility to adapt to those changes.

Program Structure

The program structure used by CRS to plan its work reflects the major areas of racial/ethnic conflict in three main categories: Administration of Justice (AOJ), Education (ED), and General Community Relations (GCR).

These program areas generally do not change from year to year, and the agency determines in each planning cycle the volume of cases it expects to pursue in these categories during the coming year. Within that general framework, the agency also sets priorities based on such factors as the incidence of specific types of disputes in the preceding year, analysis of current conditions, projected trends in race relations, and other considerations.

The major program areas are further broken down as follows:

- Administration of Justice
 - General
 - Police Use of Excessive Force
 - Police-Community Relations
 - Corrections
- Education
 - General
 - School Desegregation
 - School Disputes
- General Community Relations
 - General
 - Employment, Recruitment
 - Housing, Land Use, Construction, Planning
 - Transportation
 - Health, Environment, Natural Resources
 - Revenue Sharing, Funding
 - Interracial Confrontations
 - Community Disorders
 - Voting Rights, Representation
 - Demonstrations

Administration of Justice

This program is directed toward resolving and reducing the occurrence of conflicts arising from actual or perceived discrimination in the way justice is administered in the United States. Greatest emphasis is placed on relations between minority citizens and police because that is where the greatest problem chronically has been, particularly in the matter of police use of firearms and other means of deadly force. In the last several years, the perceived unnecessary use of deadly force by police has been the greatest single cause of community conflicts to which CRS has responded.

In its casework and through other initiatives, the agency approaches excessive-force controversy from several directions. One of those directions is to encourage police departments to review their firearms policies with an eye toward change if necessary. Another direction is to promote human relations, language, and other kinds of training for police officers which may help to reduce confrontations with minority citizens. The agency also advises citizens on practical, constructive means of seeking redress of excessive-force grievances, and encourages them to develop a greater understanding of the realities and difficulty of police work.

The Police-Community Relations component of the AOJ program deals with the somewhat less volatile problems between citizens and the police. Issues in disputes often include allegations of brutality, that police officers practice harassment and verbal abuse, that crime is ignored when minority neighborhoods are victimized, that department hiring practices are discriminatory, and that citizen complaints against officers are ignored. The police, on the other hand, often complain of frivolous charges from citizens and of a refusal to cooperate with legitimate police practices.

Much of CRS' effort involves acting as a catalyst to open up meaningful dialogue between police and citizens' groups. Often when responding to a confrontation, the agency is able to persuade the parties involved to establish a permanent forum in which both police and citizens can discuss problems and air grievances. In addition, the agency makes its services available for the provision of long-term technical assistance in the parties' effort to improve their relationship.

The other key component of the AOJ program is Corrections. Upon request, the agency intervenes to reduce racial/ethnic tensions within or concerning penal institutions. This involves both relations between hostile inmate groups, and friction between inmates and administrators of institutions. CRS' activity in this area typically focuses on identifying the key issues or grievances, and then achieving some joint consideration of them which can

alleviate the situation. The agency also intercedes in corrections disputes that spill over and involve citizens in the community.

Education

This program area is concerned with resolving and reducing the occurrence of racial/ethnic conflict involving the nation's education system. One component is School Desegregation, which is directed toward helping to bring about the peaceful implementation of desegregation where it is either ordered or voluntarily undertaken in the nation's schools. Where desegregation is being implemented, CRS advises school authorities and the police on planning to avoid problems, conducts training to help teachers and other school personnel to cope with the situations that can be expected to arise, and advises Federal courts on the community relations aspects of implementing their desegregation orders. Although the number of cities implementing desegregation for the first time has leveled off, desegregation or situations created in its aftermath remain a consideration for the agency.

A second component of this program area is School Disputes, which refers to conflicts over a wide range of issues involving elementary and secondary schools and colleges. In many situations where implementation of desegregation has not been an issue, racial/ethnic conflict has arisen because of other changes, such as an influx of new student groups as a result of residential changes or efforts to resettle refugees. Confrontations have occurred over questions of school officials' concern for minority children, the use of resources, alleged discrimination in the hiring of teachers, school response to acts of racial harassment, and a long list of other issues. CRS offers conflict resolution assistance when tension erupts but also attempts to help schools resolve problems before critical situations develop.

General Community Relations

This program is directed toward resolving, reducing, and otherwise responding to the mix of other problems that cause racial/ethnic conflict and thereby disrupt communities. The components in this program area reflect an obvious diversity, but are grouped in one category to facilitate the agency's planning and response. This program area also includes some of the most volatile disputes to which the agency responds, such as acts of harassment and intimidation by the Ku Klux Klan and like-minded groups, and the community relations problems that often erupt over the emotional issue of what is to happen to the country's millions of undocumented aliens. Another frequent concern for the agency in this program category is various kinds of protest demonstrations.

Summary of Activities and Accomplishments in Fiscal Year 1982

In Fiscal Year 1982 (FY 82), CRS applied \$5,718,000 in congressionally-allocated funds to carrying out its mandate as set forth in the 1964 Civil Rights Act. The goals, objectives, methods, and priorities in pursuing that mandate were determined by the Director on the basis of recent agency experience, the dimensions of relevant national problems, and pertinent priorities established by the Administration and the Congress.

The agency's FY 82 work plan set broad objectives for achievement, established targets for each of its regional and headquarters offices, and allocated among them the resources to achieve those targets. As indicated, there were no changes in the major program areas from Fiscal Year 1981 (FY 81). However, the priorities established generated a wide range of activities as part of the overall effort to achieve agency objectives. These priorities were pursued both through casework and through projects — undertaken by individual offices — designated as National Special Objectives (NSOs).

Agency Priorities

The agency's priorities in FY 82 were:

- Cultivation of police-minority community cooperation against crime.
- Containment and reduction of racial harassment.
- Reduction of the risk of civil disorder.

CRS pursued the first of these priorities in response to one of the negative results of police-minority conflict: the impact on efforts to combat crime. Although minority citizens are disproportionately the victims of crime, conflict with the police over the use of deadly force and other issues has often impeded the cooperation needed to do something about it. In FY 82 the agency stressed, as part of its total approach to police-citizen conflict, the importance of crime reduction as another benefit of cooperating to improve relations. This activity also supports the Department's priority to do something about the crime problem.

During the year, a number of regional offices pursued NSOs designed to increase cooperation against crime. For example, Region I developed a coordinated program on violent crime involving civil rights groups, law enforcement agencies, the courts, and concerned citizens in Boston. Region VIII helped two communities develop anti-crime programs and took under study the development of programs in three other cities in the Rocky Mountains area. Region IX assisted the Los Angeles Police Commission and its Hispanic Advisory Council in developing and implementing recommendations dealing with crime and other concerns in the Hispanic community.

The second priority, the containment and reduction of racial harassment, reflects the agency's concern about the increasing number of incidents resulting from the activities of the Ku Klux Klan (KKK), Nazi Party, and other similar groups. This has been the fastest-growing body of cases in CRS' General Community Relations category. Harassment based on race, color, or national origin has taken the form of vandalism, threats, intimidation and serious bodily harm. In FY 82 the agency helped to resolve incidents, aided communities with long-term contingency planning, offered technical assistance to jurisdictions seeking to enact hate-group legislation, and helped mount public education efforts.

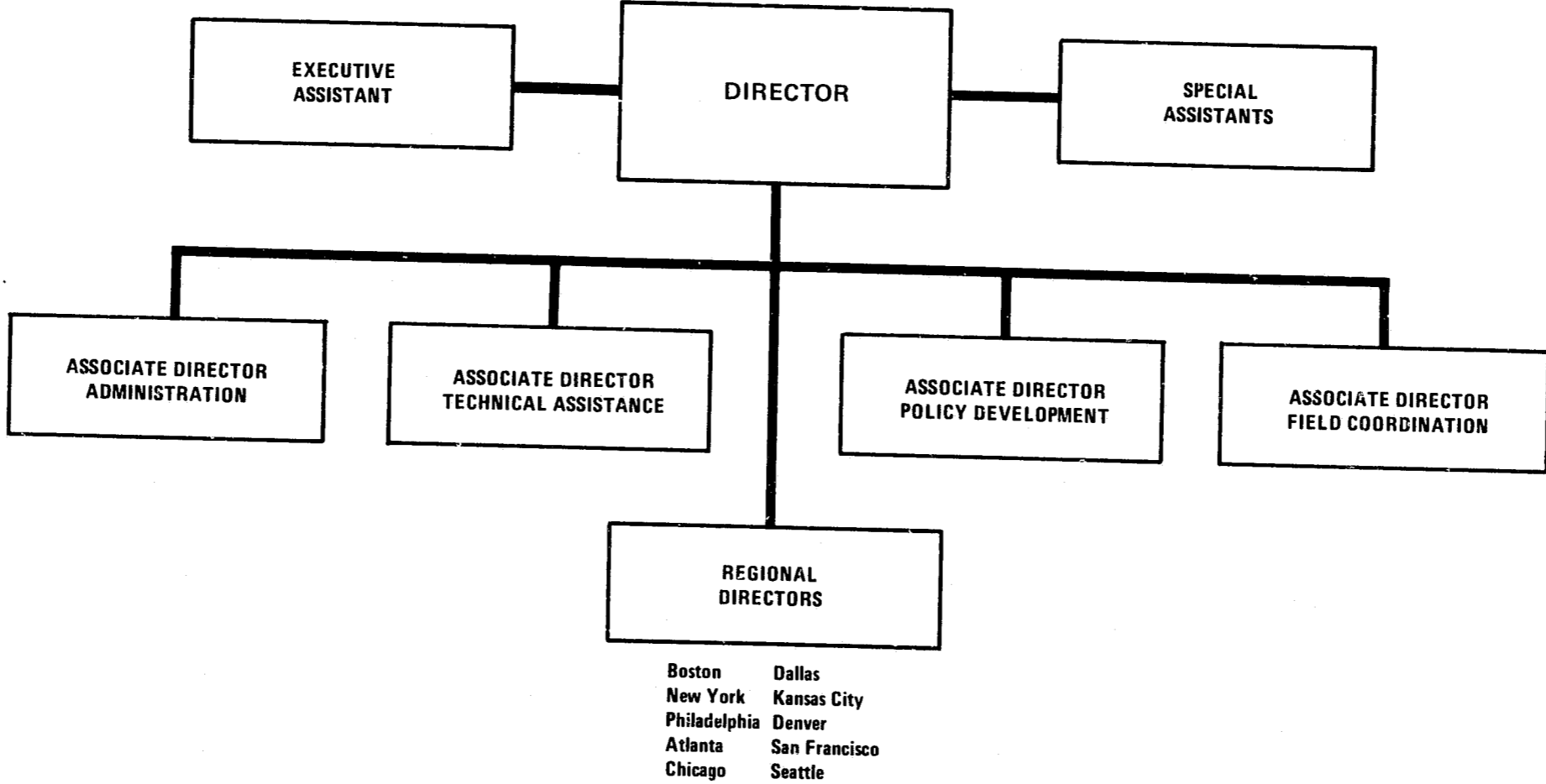
Region I played a major role in measurably reducing the level of tension growing out of KKK activity in Connecticut. Region II participated in a statewide New Jersey effort to combat racial harassment and crime, an effort which culminated in a major conference on youth violence. Region III coordinated a joint effort to reduce the number of racial harassment incidents in a major portion of Pennsylvania's Eastern Delaware County.

The third priority, reducing the risk of civil disorder, manifests the agency's concern with preventing and responding to massive community upheaval. To that end, CRS further developed its tension appraisals of communities in FY 82, refining the factors used for measurement to a greater degree of reliability. Although the agency can do little in some situations to alleviate social and economic circumstances in which community tension develops, it can often help reduce the risk that a major disorder will erupt.

For example, in a community which it judges to be at risk, CRS can mount intensive conflict resolution efforts to reduce the quantity of unresolved grievances. This kind of action also has the salutary effect of improving channels of communication for future problem-solving by residents themselves. In addition, the agency works with police departments in such situations to reduce the chance that a police-caused incident will trigger an outburst. The tension appraisals, now performed routinely, aid generally in the allocation of agency resources and in other preparations to meet the contingency of civil disorder in communities where the preconditions are determined to exist.

During the year, Regions III and VI pursued NSOs designed to reduce the risk of disorder in specific communities in their assigned areas. Region IV sought to alleviate racial tension in a large part of Southern Florida. In general, all CRS regional offices attempted to provide maximum possible service to the communities judged to be the most vulnerable.

COMMUNITY RELATIONS SERVICE



Casework Volume

In its casework, CRS provided conflict resolution assistance to communities in 1,096 cases, including 203 which were already in progress at the close of FY 81. The 1,096 total is a 7.2 percent increase over the preceding year. Breakdown of the cases by program areas is as follows: General Community Relations - 496 (45%); Administration of Justice - 411 (38%); and Education - 189 (17%).

Overall, the agency processed 1,996 new alerts, or intake reports on race-related incidents. It conducted in-depth assessments of 1,476 of those incidents — the remainder eliminated as unfounded, non-jurisdictional, or for other reasons. The number of alerts processed is almost a 30-percent increase over FY 81, and the number of assessments conducted is more than a 21-percent increase.

The largest increase in alerts was in the GCR category: 961 compared to 691 in FY 81. Alleged acts of racial harassment by the Ku Klux Klan and other groups accounted for 329 of the new GCR alerts. One-hundred-and-one actual new cases were added from those 329 alerts.

Alerts in the AOJ category increased from 625 to 761. A major portion, 289, grew out of allegations that police used excessive force against minority citizens. CRS pursued sustained conflict resolution activities in 93 cases following up on those 289 alerts.

In the ED program area, alerts increased from 232 in FY 81 to 274 in FY 82. The agency initiated conflict resolution in 155 new ED cases as a result of the 274 alerts processed, a 25-percent increase in cases over FY 81 that is greater than the percentage increases in either the GCR or AOJ categories. New AOJ cases rose by 9.3 percent, and GCR cases by 17.6 percent.

Management Improvements

During the year, CRS took several steps to improve its overall operational efficiency. Most significant of these steps was a change in organizational structure at the headquarters level.

New Organizational Structure

To eliminate a problem of unnecessary layering — and thus create a more efficient working unit — the office of deputy director was eliminated, and operational chiefs were converted to associate directors. The accompanying organizational chart illustrates this new structure. The associate directors' responsibilities are as follow:

- The Associate Director for Administration handles all personnel, fiscal management, property, and other administrative services. The office has primary responsibility for formulation of the agency's budget. It also works

closely with the Justice Management Division in the provision of services to the agency.

- The Associate Director for Technical Assistance is responsible for providing a range of technical support services for the agency's conciliators and mediators to facilitate more effective delivery of conflict resolution assistance to communities. The office keeps field staff abreast of developments in the agency's program areas that affect casework, assists directly in the resolution of some disputes, conducts training workshops, and produces publications and other materials needed in support of the agency's conflict resolution efforts. The office also conducts research on particular problems, and maintains a bank of expert consultants who are qualified to advise disputing parties when highly specialized knowledge is required in the process of resolving some community problem.

- The Associate Director for Policy Development oversees the functioning of the agency's Operational Planning System, which involves planning, policy analysis, management information flow and analysis, program evaluation, and participation in budget formulation. This office initiates policy options for the Director's consideration and studies any options the Director wishes evaluated.

- The Associate Director for Field Coordination is responsible for coordinating the day-to-day delivery of services to communities through the agency's 10 regional offices. The office is charged with ensuring that routine operational problems are addressed, that regional offices are kept informed of policy decisions and other management actions affecting their work, and that field activity adheres to policy directives, established priorities, and agency standards.

The reorganization provides a clearer delineation of responsibilities among agency managers and gives the Director more uniform control of agency functions. The change did not alter significantly the functions of regional directors, who remain responsible for supervising all conflict resolution activities and other CRS services in their assigned areas. Part of that responsibility is to develop and maintain liaison with all appropriate public and private organizations, government agencies, and officials.

Other Improvements

Generally, CRS pursued a number of initiatives aimed at achieving more efficient use of its resources. Regarding the management of casework, the Office of Policy Development (OPD) revised the Operational Planning System to provide for introduction of a quality control system. OPD also updated and improved the agency's management information system, and developed more clearly defined criteria for performing the various steps in the conflict resolution process. In addition, OPD improved the process

for refining statistical data collected through the management information system, and for making that data available to regional directors as a management tool.

Other FY 1982 Highlights

Reopening of Miami Field Office

Because of serious refugee-related disturbances and the acute nature of other racial-ethnic problems there, CRS reopened its Miami field office in FY 82. That office, which was originally opened following the major disorder in May 1980, had been closed in May 1981.

Impetus for reopening the office was initiated when a disturbance occurred at the Immigration and Naturalization Service's (INS) Krome Avenue detention center for Haitian refugees on December 27, 1981. Concern grew when 500 Cubans demonstrated at the INS' offices on January 16, 1982, to protest the deportation of a stowaway who had arrived on a Panamanian ship. The demonstration later spread and eventually involved some 5,000 people. Demonstrators clashed with police in a melee that was quelled by tear gas, and which resulted in 30 arrests and a charge that police had used excessive force in coping with the situation.

These incidents clearly indicated a high level of tension centered around the refugee/immigrant issue. In addition, public officials and civic leaders expressed concern that the controversy might grow to involve larger segments of the community. CRS made the decision to reopen its field office in response to these fears, and to concerns expressed by community leaders at the grassroots level. Through this office, the agency will be able to provide greater continuity in its assistance to the Miami community on refugee/immigration and other community relations problems. Temporary facilities had been maintained in the quarters of a sister agency in the city's Federal Building.

Interagency Cooperation

CRS continued to expand relationships where it shares concerns with other agencies or where responsibilities interface. Here are two examples:

- The agency worked closely with INS on a variety of refugee/immigrant problems growing out of INS enforcement responsibility. For example, in response to a request from INS officials concerned about growing friction inside the Krome Avenue detention center, CRS conducted training in human relations for that agency's own personnel and its contract guards. Also at INS' request, CRS negotiated a peaceful settlement to a sit-in by Haitian refugees at Puerto Rico's Fort Allen detention camp. The two agencies also cooperated profitably in other situations.

- CRS also participated in the activities of the U.S. Attorneys' Law Enforcement Coordinating Committees (LECCs). The agency brings to these committees its experience in dealing with law enforcement problems that often generate racial tension, its expertise in managing demonstrations, and a general capability in resolving community conflict. For example, when it was feared that a gathering of 1,200 Black motorcyclists in a Colorado resort area might lead to violence, CRS coordinated a local, state, and federal response. That role was carried out in cooperation with the LECC for the U.S. Attorneys' District of Colorado.

Publication of Deadly Force Handbook

In May 1982, the agency published a handbook on conciliation in deadly-force disputes for which it received hundreds of requests in addition to the copies distributed in regular casework. The handbook's premise is that the most effective way for police and citizens to reduce conflict over the deadly-force issue is for both sides to make a determined effort to understand each other's concerns and to remove sources of friction from the relationship wherever possible. The pamphlet recommends steps to begin breaking down barriers and mistrust.

Requests came from police chiefs, training academies, prosecutors, criminal justice planning commissions, civil rights groups, and other organizations in all parts of the country. The chief of one of the nation's largest police departments requested copies for his "100 command officers . . . above the rank of captain who I feel should have this publication as mandatory reading." Representatives of the American Civil Liberties Union, National Urban League, and law firms representing clients in suits involving police practices said that the handbook fills an important need. CRS hopes that the level of interest shown will translate into positive impact on reduction of this kind of conflict between police officers and citizens.

Judicial Referral Project

During the year, the agency successfully closed the last of 24 cases referred to its Region V by U.S. District Court judges of the Seventh Circuit under a pilot project. The purpose of the project was to test the feasibility and cost-effectiveness of using CRS' mediation services to resolve suits involving employment, housing, corrections, voting rights, and other matters. An evaluation, which included feedback from judges, the parties involved, and the parties' attorneys, showed that satisfactory resolutions were achieved, and at a cost substantially lower than would otherwise have been possible.

Overview of Fiscal Year 1982 Caseload

Following is a broad sampling of the 1,096 cases which CRS worked on in FY 82. While obviously only a small fraction of the total, these case descriptions illustrate the range and nature of the racial/ethnic conflicts to which the agency responded. Cases are grouped according to the major program categories, that is, Administration of Justice, Education, and General Community Relations.

The main AOJ problem was conflict between citizens and the police. How police officers use deadly force remained the most emotion-laden issue; a Norwich, Connecticut, case in which the minority community reacted vehemently to the fatal shooting of a 16-year-old Black youth is typical. However, issues such as alleged harassment, verbal abuse, and unequal enforcement of laws also figured prominently in disputes. In addition, the agency assisted citizens in addressing their concerns about crime. Several cases also involved corrections problems.

The ED caseload was made up in part of disputes whose genesis could be found in school desegregation. For example, in Portland, Oregon, CRS was asked to mediate when Black parents charged the school board with renegeing on a promise as to which existing school building would be used as site of a new middle school, a decision made as part of a desegregation process that began in the 1970s.

However, the agency responded to a greater number of disputes which had nothing to do directly with implementation of desegregation. In many areas where school districts are becoming more heterogeneous because of population shifts, changing neighborhood residential patterns, or the influx of new immigrant groups, the educational process was disrupted by a variety of disputes involving students, parents, community groups, and school administrators.

Controversy developed over issues such as bilingual education, alleged hiring discrimination, disciplinary practices, and others. In Omaha, for instance, segments of the Hispanic community itself split, along with others, over the issue of whether bilingual education should be transitional or continued throughout the years a student is in school. In Colorado Springs, Colorado, and elsewhere, CRS intervened in disputes that involved the question of alleged hiring discrimination. In addition, the agency found in a number of instances that schools had been made the focus of hate groups' efforts to incite racial hatred.

The GCR cases illustrate the diversity of the agency's third program category. As indicated elsewhere in this report, a number of these disputes grew out of Ku Klux Klan activity and community reaction to it — for example, in Hannibal, Missouri, and Meriden, Connecticut, where officials feared that KKK rallies might lead to violence.

The year was marked by community disruption over issues as disparate as apparently racially-motivated street killings, the choice of a disposal site for toxic wastes, the resettlement of refugees, and the efforts of an East Indian religious group to establish a new international headquarters and religious community near Antelope, Oregon.

Administration of Justice Cases

Norwich, Connecticut. On October 13, 1981, a 16-year-old Black burglary suspect was shot and killed by a supernumerary police officer who was trying to handcuff him. The incident caused an uproar in the Black community, and one agency called for a federal investigation. A number of persons spoke of long-standing grievances between the police and the city's minority residents.

CRS was summoned in the wake of the incident to assist in alleviating the tension and fostering better police-community relations. Over a five-month period, the agency worked with the police, city officials, religious leaders, and the minority community on a variety of initiatives toward the general objective of improving relations.

These activities were capped by a day-long seminar that probed the role of police, how police officers' perceptions of race affect their performance, and what steps could be taken to improve relations. The seminar was attended by more than 50 police chiefs and other officers, city and state officials, community leaders, and media representatives from seven cities in Eastern Connecticut.

The discussions — further stimulated by realistic film presentations of police-citizen encounters — revealed significant disagreement and differences in perceptions: A police official and a media representative disagreed over whether news reporting had contributed to negative police-citizen relations. Police complained that only they are asked to change in order to improve relations — not people in the community. Blacks and police also clashed over the allegation that a failure of Black leadership had contributed to the problem.

One day before the seminar, the state's attorney ruled that the shooting was accidental. Despite that finding, CRS' efforts produced some positive results. For example, two major cities in the area subsequently established police-community relations committees which meet regularly to discuss and resolve problems. The Norwich Police Department instituted a new, written policy which prohibits officers from "casting aspersions on the racial or ethnic background of any individual, police officer, or citizen." The city's police chief said that the agency's ef-

forts had "resulted in, and will continue to result in, improved police-community understanding and cooperation."

West Liberty, Iowa. After several incidents, Hispanic leaders contacted CRS for assistance in dealing with alleged police harassment. Police officers were said to be unlawfully dispersing small groups of Hispanic citizens whenever and wherever they congregated. A local official whom CRS contacted offered a different view. He said that merchants had complained that Hispanics were loitering in front of their businesses and interfering with business activity. Therefore, the police were called in to deal with the situation.

After it had been given this account, CRS attended a Hispanic community meeting where leaders again voiced the charge that the police practices being used against them were discriminatory. The agency relayed this perception in meetings with the chief of police, mayor, other city officials, and merchants. Officials believed that the arrests and citations handed out were legitimate, but were willing to meet with Hispanic leaders to discuss the situation.

CRS then set up a meeting at which Hispanic community spokespersons and city officials presented to each other their views. Hispanic leaders restated their belief that the city's Hispanic residents were being subjected to police harassment, but they also spoke of a lack of communication with the police department as part of the problem. The mayor held to the position that the disputed police actions had been legitimate and reasonable, but he assured the group that appropriate action would be taken against any officer found guilty of misconduct.

CRS recommended that the two sides meet on a continuing basis to improve relations. Both groups responded favorably to this recommendation and to the suggestion that the Hispanic community provide translators and Spanish lessons for the police department. City officials went a step further and invited the community to offer translation services to city courts as well. In contrast to the increasingly tense situation that had been developing, there has been minimal conflict between police and Hispanic citizens since communications links were established.

Council Bluffs, Iowa. Black parents and others alleged that there was growing harassment and mistreatment by police, and that Black youths were dealt with more harshly than whites for the same offenses. An ad hoc group was formed to focus the effort to deal with these concerns, which included the allegation that use of excessive force by police was a problem of long standing. CRS intervened in the interest of promoting peaceful consideration of these issues by the police and Black citizens.

At an early stage in the dispute — after meeting separately with the two sides to clarify their positions — the agency convened a joint meeting between the ad hoc group and a group comprised of police and other city of-

ficials. The ad hoc group confronted the team of officials with several specific charges, including excessive use of force by police in the arrest and control of Black suspects and prisoners, violation of constitutional guarantees against unreasonable search and seizure, and harassment. In addition, the group demanded the investigation of three recent incidents involving police and Blacks. The meeting ended with the understanding that the parties would reconvene in 30 days to hear the results of the investigation and to continue their discussion of the other issues.

Upon receiving the investigation report, the ad hoc group publicly criticized its finding that none of the officers involved were guilty of misconduct. However, through the discussions initiated by CRS, Black leaders were given the opportunity to significantly influence police department procedures. For example, changes were instituted in the investigative practices of the internal affairs division to make the processing of complaints more objective. The city manager also directed the police department to devote more of its resources and attention to its community relations program.

In addition, while the chief of police conceded no wrongdoing on the part of his officers, he said that some might have poor attitudes. In that connection, he asked CRS to conduct conflict management training for the patrol division. This training emphasizes handling conflict situations in a manner that does not exacerbate them. In a review several months after the agency's intervention, there had been no known repeat of incidents between police and the city's Black citizens.

Providence. Hispanic community leaders, concerned about a growing number of problems, requested CRS' assistance in determining how to address a perceived communications gap with the police department. They maintained that many Hispanic citizens could not turn to the department for help because they spoke no English, and the department could provide no one who understood Spanish.

However, in the agency's first meeting with community leaders, other issues soon surfaced: alleged police brutality, a deteriorating bilingual education program, a negative impact on community agencies from cutbacks in federal funding, and a general failure of local officials to act on Hispanic citizens' needs. There were other complicating factors, including less-than-ideal coordination between Hispanic leaders, and a concern that efforts to address legitimate problems not lead to contention between Blacks and Hispanics over declining resources.

CRS assisted a coalition of some 30 Hispanic leaders in exploring approaches to addressing their problems with the police department, to conveying their concerns about other matters and to securing support of the broader community for their efforts. As a result of the agency's intervention, the coalition prepared a thoroughly researched position

paper stating the case for Hispanic community concerns which should be addressed. Both the local chapter of the National Urban League and the Providence Human Relations Commission provided support for the coalition's efforts along the way.

After the group's position paper was completed, a meeting was sought in which a presentation was made to the mayor. That meeting produced several results. One result was that the mayor committed half of the slots in a police academy training program — designed to increase minority enrollment — to Hispanic-Americans. Another result was that the city made funds available to the Opportunities Industrialization Center (OIC), a training organization, to train Hispanics for specific jobs in the police and fire departments. This program included stipends for the trainees.

The mayor also arranged for OIC to begin an English-as-a-Second-Language program. In addition, the mayor assigned the city's equal employment opportunity officer and another top aide to review current hiring policy and to meet with the directors of 13 city-operated community centers to assess how cutbacks in federal funds would affect their Hispanic employees.

Aransas Pass, Texas. The local chapter of a national Hispanic civil rights organization asked CRS for assistance in addressing allegations of police harassment, abuse of citizens in custody, and unequal enforcement of laws in this small fishing community just north of Corpus Christi. Hispanic residents said they had been told to take their complaints to the city council, and that the council refused to hear them. They also charged that complaints made directly to the chief of police were not treated seriously.

Officials denied the allegations against the police, attributing the high number of arrests for public intoxication to the concentration of taverns frequented by Hispanics near the shrimping docks. However, officials did acknowledge that a lack of communication contributed to the distrust between Hispanic citizens and police. The police also admitted there was a need to upgrade the department's rather informal procedure for processing citizens' complaints.

CRS recommended that an effort be made to address the issues raised involving all segments of the community. With the agency's assistance, a cross-section of business, religious, and Hispanic leaders organized a police-community relations committee which eventually met with the chief of police and members of the city council to formulate an understanding of how they would work together to resolve problems.

In support of their efforts, CRS supplied the police chief with materials on citizen complaint processing from other police departments and from the agency. In addition, community leaders were provided with materials on how groups elsewhere had organized, and on the structures

developed to maintain a dialogue with law enforcement agencies. The issues raised were dealt with to the parties' satisfaction in the continuing exchange, and both sides saw the cooperative approach undertaken as a way of handling future problems.

Clinton, Oklahoma. Some 10 hours after he had been arrested for drunkenness, an American Indian was found dead in his jail cell. Other Indian residents called a protest meeting, which CRS was invited to attend, at which they alleged that the death was due to authorities' failure to get medical attention for the deceased. More than 30 other grievances and/or recommendations were listed involving Indians' relations with the police and conditions at the jail.

At a second community meeting, the list was boiled down to the 11 most important grievances for presentation to the city council. However, the results of the meeting with the city council were not encouraging. At this point, CRS, which had sought in various ways to facilitate a discussion of the issues raised, appealed to business leaders to use their influence to keep a dialogue going.

Later, the city manager requested a meeting with Indian leaders. In preparation for the meeting, these leaders prepared a list of 12 specific recommendations which they asked the city manager to support before the city council. Ultimately, the council accepted eight of the 12 recommendations.

One accepted recommendation was that police officers and jailers would be trained, under the auspices of the local medical society, to recognize signs of certain medical emergencies. In a pertinent development, an autopsy had revealed that the deceased prisoner, a 30-year-old man, had no trace of either alcohol or drugs in his body.

Several other recommendations dealt in one way or another with alcoholism, acknowledged to be a problem in the Indian community. For example, persons arrested for drunkenness now have the option of being taken to detoxification centers at two local hospitals instead of going to jail. In addition, responsible citizens may sign inmates out of jail up to three times a week to attend Alcoholics Anonymous meetings.

Another recommendation which the city council accepted called for the police department to establish a formal grievance or citizens' complaint procedure. In its contact with the chief of police, CRS had already provided a model complaint form and other materials. The agency also acted in a liaison capacity between the police chief and Indian leaders as the latter sought to document complaints of previous police abuse.

Pittsburgh. The president of a local prisoners' aid group requested CRS' assistance when corrections officials revoked the group's access to Western Pennsylvania State Correctional Institution. The organization, known as the Prison Rights Coalition, also staged a demonstration and

set up picket lines outside the prison to press its demand to continue working with inmates. The Coalition, whose members include the local NAACP chapter, pursues a variety of concerns designed to ease inmates' readjustment outside prison walls.

CRS found, in separate meetings, that the problem apparently was a breakdown in communications over the understanding the two sides thought they had with each other. Prison officials felt that Coalition members, in their training sessions with inmates inside the prison, were getting into matters that would make it more difficult to maintain control of the institution. However, in the separate sessions, which also involved an official of the Pennsylvania Human Rights Commission, groundwork was laid for a joint session between the two sides to discuss this point.

The result was that the Coalition was readmitted to the prison. However, it was agreed that the group's efforts inside the facility would stay within agreed-upon programmatic guidelines. To help insure that there would be no problems with this, it was also agreed that any Coalition volunteer desiring to work with inmates would be given orientation on what is permissible within the guidelines. To further assist the process, CRS conducted research on certain aspects of policies recommended by the National Advisory Commission on Criminal Justice Standards and Goals for prison cooperation with community organizations. The Coalition agreed early in the proceedings to discontinue its protest demonstrations.

Boston. The Greater Boston Civil Rights Coalition is a loosely organized group of approximately 40 public and private agencies established in 1979 to promote harmonious racial-ethnic relations. For 1981-1982 the Coalition made violent crime the major focus of its activities. The group's rationale was that, given the "color-blind" nature of crime and the negative connotations of some "law and order" responses to it, only programs developed with broad community participation can effectively combat crime.

At the beginning of FY 82, the Coalition convened a forum, attended by representatives of 35 community organizations, entitled, "Victims and Witnesses of Violent Crime: What Are Their Rights?" That forum provided the basis for a Coalition program on victims and witnesses, which calls for supporting:

- Passage by the state legislature of a victims' and witnesses' Bill of Rights.
- An increase in benefits under an existing victims' compensation program.
- Passage of legislation to protect victims and witnesses from intimidation.
- An increase in allowable payments to witnesses for earnings lost in time away from the job.
- Strengthening victim/witness programs operating out of various district attorneys' offices.

The Coalition also convened three other forums to look at juvenile justice concerns, the courts, and the police-community partnership. In addition, an "action plan" against crime was developed involving minority citizens, police officials, civil rights groups, judges, and others. To pursue various crime-related measures, the Coalition established a legislative committee to begin discussions with state legislators.

CRS' Region I co-chairs the Coalition along with the Boston branches of the Anti-Defamation League and the NAACP, and CRS played a key role in developing the group's anti-crime program. Among the Coalition's other member agencies are the Chamber of Commerce, Urban League of Eastern Massachusetts, Inc., League of Women Voters, Massachusetts Council of Churches, American Jewish Congress, and Massachusetts Black Caucus.

Kansas City. The Kansas City Council on Crime Prevention, an organization seeking to coalesce minority community anti-crime interests and achieve greater participation in criminal justice planning, called on CRS for general assistance in giving momentum to its program. Although the Council sought help elsewhere, it considered the agency's assistance of primary importance because of the uniqueness of CRS' experience and capabilities with respect to community problems. In response the agency set out in several directions to help the Council develop effective approaches to building cooperation with justice system agencies.

For example, CRS helped to develop a working paper, assisted in program planning, and aided the Council's outreach activities, including participation in Kansas' first statewide crime prevention seminar, which was sponsored by the governor's office. The agency also assisted the Council in its effort to develop a proposal for foundation funding. If obtained, this funding will significantly strengthen the organization's outreach or networking capability. However, the funding question had not been resolved by the end of FY 82, and CRS anticipated working on that and other matters with the Council in the following year because of the level of community concern about crime.

Dekalb County, Georgia. In August, 1980, CRS mediated a settlement in a suit in which a Black police officers' association charged the Dekalb County Sheriff's Department and the County Police Department with racial discrimination. One provision of that consent decree called for the agency to conduct 14 hours of human relations training for all supervisory personnel at the rank of sergeant and above. The training, which involved more than 300 public safety personnel, was completed during FY 82.

The 14-hour training course was designed to increase the understanding of racial differences as an aid to more effective and sensitive supervision. The agency delivered the

training in 10 sessions, pausing in between, as necessary, to make curriculum adjustments indicated by the previous session's experience. The consensus at the end of the extended training program was that it had gone a long way toward reducing tensions between Black and white officers and between law enforcement officers and citizens. The Black officers' suit in federal court charged the departments with discriminating in hiring, promotions, assignments, training, and in other areas.

Montana. In FY 81 CRS was requested by members of the state legislature to assist in resolving problems centered at the state's main correctional facility. It was alleged that poor administration had contributed to the death of an inmate and, later, to a riot at the institution. With the aid of a team of expert consultants, CRS carried out a thorough assessment to identify specific problems and to arrive at recommendations for alleviating the difficulties.

After its assessment report had been studied, the agency was contacted by state corrections officials in FY 82 about further exploration of its recommendations. Members of a coalition of prison aid groups also expressed an interest in assisting in the implementation of some of the report's recommendations. Coalitions members had cited a number of concerns about conditions inside the facility, including overcrowding and other treatment of inmates judged to be inhumane. American Indian members of the coalition expressed particular concern about the lack of Indian members on the prison staff.

Over several months, CRS acted as a facilitator of actions designed to improve prison conditions. An important part of that effort was meetings set up so that corrections officials and interested groups could share their perceptions and concerns about corrections problems in the state. As if to underscore the urgency of these efforts, a disturbance erupted at the main facility in the midst of the discussions — set off by inmates smashing windows and furniture and quelled by guards with tear gas.

Eventually, a number of significant developments resulted from CRS' intervention. One was the establishment of a working relationship between prison officials and prison aid groups, a development expected to help relieve tension.

The state legislature also appropriated funds for modular housing to ease overcrowding, to establish two community release centers, and to enlarge another facility. In addition, five new staff members were added at the main prison: a doctor, two nurses, and two psychologists — four of whom are members of minority groups. A charge that medical services for inmates were inadequate had been a major complaint of the prison aid groups. Total appropriation by the legislature for new facilities and services was \$3.2 million, and a top corrections official credited the CRS report with "getting the ball rolling."

Education Cases

Portland. School desegregation here has been marked by controversy over unfairness perceived by Blacks and others in the desegregation process. For example, an 18-month study by the Community Coalition for School Integration, released in November 1978, found that Black students — bused out of their neighborhoods — were shouldering most of the burden of desegregation. The Coalition recommended to the school board the adoption of a mandatory, two-way busing program that would spread the burden more evenly between Black and white children.

Then in July 1979, the Office of Civil Rights of the U.S. Department of Health, Education, and Welfare, acting on a complaint filed by Coalition members, found the Portland School District in compliance with the law although the agency apparently had misgivings about some practices. A week later, Black community leaders called for a boycott by Black students to force changes in the desegregation program.

In response, the school board adopted short- and long-term desegregation resolutions to avert the threatened boycott. Passage of these resolutions began the school district's first thorough review of desegregation in nearly a decade — and committed the school board to considering the establishment of at least one middle school, and possibly two, in the Black community. In April 1980, after extensive public hearings, the school board acted on that commitment, adopting a new plan which called for creating a middle school to accommodate several hundred children on the site of the existing Eliot School.

Black citizens regarded this as a key decision because it gave hundreds of Black children the option most white students enjoyed: the choice to attend either their neighborhood middle school or another school in a different neighborhood. The Eliot site was chosen because it would cause the least disruption.

There were other disputes over the next two years. But in March 1982, the school board reversed its decision to locate the new middle school — to be called Tubman — at the Eliot school site, and the Black community's reaction was immediate. A one-day boycott drew approximately 65 percent of Black students out of school. Members of a group called the Black United Front also disrupted school board meetings in March and April, prompting the board to seek from the courts an injunction against the Front's actions.

The school board cited cost savings and educational advantages to students as reasons for its decision to change the site of the new middle school. However, Blacks said that the board reneged on a promise important to their community, adding that, in selecting the Boise School site, the board was taking away the only kindergarten-to-eighth-grade school in a Black neighborhood. The Black

United Front vowed to continue its protests until the board rescinded its action.

CRS responded in the interest of helping the parties resolve the school site dispute and to avoid the further disruption which seemed almost certain. Having worked on desegregation problems in the city previously, the agency was familiar with the controversy's history. This fact facilitated discussions with school officials and Black leaders. Before the end of April, the parties had decided to negotiate their dispute, with CRS as mediator, and conditions for negotiations had been worked out. Two key conditions were: that both sides be willing to review a variety of siting options for the new middle school, and that the school board would not pursue an injunction against the Front while mediation was in progress if no demonstrations occurred during that period.

After the first mediation session, it was also determined that informal hearings would be held at three locations in affected neighborhoods to get feedback directly from

residents on their preferences for the middle school site. Sixty-five percent of those who indicated a preference chose the Eliot School site. Twenty-two percent opted for the Boise School site that had been voted by the school board.

Following more than 20 hours of negotiations — not including the three public hearings — an agreement was reached on May 10, 1982. That agreement, recognizing that "there is not sufficient community acceptance of the Boise site as location for the middle school," stated that the affected children would be better served by "a new option including a middle school at Eliot." The school board then voted to authorize the superintendent to develop a plan permanently locating the new Tubman Middle School at the old Eliot School site. This action ended the standoff, which had threatened a serious disruption of the schools and race relations. Both sides expressed the hope that having worked out their differences amicably would lead to lines of communication staying open.



Steve Nehl/The Oregonian

Demonstrators interrupt meeting of the Portland School Board. The group was upset that the board had reversed its two-year-old decision on which of two existing schools would be made into a new middle school.

Odessa, Texas. When a high school on the city's south side was closed by a U.S. District Court as a part of desegregation, some Blacks, Hispanics, and whites protested. The school, Ector High, is located in a neighborhood where Blacks and Hispanics live, and some of them believed that its curriculum should be strengthened instead of its students being bused to the city's two other high schools. Whites on the west side objected because the order at the same time converted the school into a junior high to which their children would now be bused.

Led by a Black minister who is head of a community group called "Crucial," some 200 students and adults marched on the school administration building to protest. Two other community groups, Parents for Quality Neighborhood Schools and Southside Concerned Citizens, announced their objections to the court's decision as well. Some members of these groups also announced plans for a three-day school boycott, timed to coincide with the beginning of the new school year just a few days away.

Some local officials were concerned that, because of the level of emotion, there could be violence when schools opened. To combat that possibility, CRS recommended to the mayor, school superintendent, and religious leaders that the Sunday before schools opened be declared a day of observance for human relations and safety of the children who would return to school that week. The mayor and superintendent reacted enthusiastically to the idea, and four of five ministers who are members of an interracial ministerial alliance agreed to support it.

Accordingly, the mayor issued a proclamation declaring August 22, 1982, "Human Relations-Odessa Together Day." He also sent letters to all the city's churches requesting that part of that day's service "be dedicated to a community wide effort for peaceful implementation of the court order to desegregate our schools." In addition, a press conference was called to announce the proclamation, and the local news media widely publicized the effort.

The schools opened without incident. In fact, the superintendent said that the opening had been even more trouble-free than in the preceding year. The planned boycott was called off, partly because of the proclamation and partly because the community groups feared the action might contribute to a disturbance.

Omaha. Leaders of the local council of the League of United Latin American Citizens (LULAC) and the Chicano Awareness Center expressed extreme dissatisfaction with the schools' bilingual education program, much of their dissatisfaction carried by the local news media. Both organizations advocated a program in which Hispanic children would continue speaking Spanish and English throughout their school years. However, other segments of the Hispanic community, most notably a parent advisory group to the existing bilingual program,

supported the school district's approach of a transitional program to shift students into all English-speaking classes as quickly as possible.

CRS intervened to assist the community and school authorities in finding some way of resolving the growing agitation over this issue. To further aid the prospect of reaching an acceptable resolution, the agency also provided the services of an expert consultant who has extensive experience with bilingual programs in the midwest.

It soon became clear that a key factor in the dispute was the number of students in the affected population. Ultimately, it was agreed that perpetual dual-language instruction for Hispanic students was not feasible for the Omaha School District because of the small number of children served. However, a second area of contention had been that there was no actual curriculum for the school's existing bilingual program. CRS recommended to school officials that a formal curriculum be developed, and that recommendation was accepted.

The agency also recommended that the advisory group to the school district be enlarged — it had formerly included only parents — and its focus broadened. This made it possible for representatives of LULAC, the Awareness Center, and other concerned groups to have input into decisions about the bilingual education program. In addition, a task force of the newly enlarged advisory committee was given the assignment to work up a curriculum for the bilingual program.

Chidester, Arkansas. When a biracial parents' group got an unsatisfactory response to grievances presented to school authorities, the group asked CRS for assistance. It was alleged that there had been abuses of children in the use of corporal punishment, and parents were also critical of the school board and administrators over other issues.

In reviewing the complaints with school officials and their legal counsel, CRS determined that there were issues which might lend themselves to resolution through conciliation. The agency next set up a meeting between the school superintendent, school board attorney, and the town's high school principal and four parents selected to represent the larger parents' group. After considerable probing, it became apparent that part of the problem was due to the parents' misunderstanding of some past events, and to a lack of knowledge about certain school policies and practices.

However, the discussion also revealed valid shortcomings in school board or school administration policy. CRS help work out a memorandum-of-understanding calling for changes in procedure to address those problems and reduce the chances of further antagonism. The agreement provided for:

- Clarification of school policy on corporal punishment.

- Changes in disciplinary procedures requiring that parents be notified in writing of actions against students.
- Elimination of some forms of punishment considered inappropriate.
- Approval from the school superintendent or principal of any instrument used for physical punishment.
- Greater emphasis on consultation with parents to correct student behavior problems.
- Revision of procedures governing notice to parents of the time, place, and nature of open school board meetings.

Both sides in the dispute indicated to CRS that the conciliation effort had produced important clarifications and remedial actions. The chief spokesperson for the parents' group said in a letter that an adversarial remedy originally considered "has been put aside and now we're in hopes that it won't go in that direction. . . you have given us hope by taking the time to help us."

Sparkman, Arkansas. Following the fatal stabbing of a 12-year-old Black youth, Black parents pulled their children out of the town's schools and vowed that they would not return until changes were made in the administration of the school system. A 12-year-old white youth was charged in the death.

The Black parents were infuriated at the way the incident was handled. For example, they strongly criticized the authorities for failing to notify the dead youth's own family, which learned of it by chance after the news began to circulate around town. Family members were further outraged that, when they finally arrived at the athletic field bleachers where the incident had happened, football practice had been allowed to continue although the youth's body had not yet been removed.

Officials said that the failure to notify the family was due to their inability to learn the name of the parents or how to reach them. They said that the youth's body had not been moved sooner in order to allow for proper handling of the scene by the medical examiner and investigating officers. Black residents questioned both explanations but said that the death of the youth was not the only reason for their actions. They asserted that the schools had long practiced discrimination against the Black community, citing the small number of Black teachers, a lack of evenhandedness in discipline meted out to Black and white students, and an alleged general insensitivity to Blacks.

About two weeks after the stabbing, more than 200 Black residents, and some whites, staged a march to protest the handling of the incident and officials' response to other grievances. Having arrived on the scene to help in whatever way it could, CRS acted as liaison between law enforcement officials and the ad hoc group which organized the march, Concerned Citizens of Sparkman. The demonstration took place without incident.

CRS also carried out a round of meetings with the parties in the dispute and negotiated an agreement that Black

students would end their boycott and return to school. That decision was based on a commitment from the school board to meet with and consider a list of grievances presented by the Concerned Citizens group. Not everyone in the Black community agreed with ending the boycott and abandoning the "Freedom School" which had been set up to teach Black youngsters. However, a majority supported the effort to improve relations through conciliation.

One school board action in the days after the death, for which it has particular authority, was to temporarily add a sixth board member. A leader of the Concerned Citizens was appointed to that position. Subsequently, two Black residents ran for seats on the regular five-member board, and one of these candidates was elected. The board also agreed to fill any teacher vacancies at the schools with Black teachers until their percentage reaches approximately 30 percent. Another school board commitment was to address the matter of controversial disciplinary practices. Although some items in the list of grievances — such as demands that certain officials be fired — could not be addressed, the consensus among Black residents, who make up about half of the town's population, and authorities was that a significant step had been taken toward improving relations.

Bloomsburg, Pennsylvania. CRS was contacted by students at Bloomsburg State College for assistance amid reports that a national Ku Klux Klan rally was to take place in nearby Columbia County. It was learned in the course of an assessment that minority students had received threatening phone calls — allegedly from KKK members — and notes warning of impending physical harm.

However, the tension was not restricted to Bloomsburg. Angry parents in Philadelphia, the hometown of many of the students, made plans to confront both the governor and the college's president about the perceived threat to their children. As part of its effort to defuse tension and help prevent a major incident, CRS brought Bloomsburg's mayor, the chief of police, and two members of the state police to its Philadelphia office to discuss similar KKK incidents elsewhere and to begin development of a contingency plan for Bloomsburg.

The agency subsequently worked with the college's president, students, Philadelphia-area parents, and law enforcement personnel to put together a cooperative effort to counter Klan actions. The two major agency recommendations were accepted: establishment of a "support team" made up of students, parents, and college officials; and creation of an information/communications network to relay accurate information and dispel rumors.

The planned KKK rally was held without incident. The school year also ended without a major disruption of the educational program through student withdrawals, a distinct possibility because of parents' and students' concern about the latter's safety.

Colorado Springs, Colorado. In an order issued on December 22, 1981, the U.S. District Court for the District of Colorado found that the city's schools had discriminated against Black applicants for teaching positions. The court's order also instructed the plaintiffs in the action to submit "a proposal for remedial orders" within 60 days.

The key element in the case was the school district's use of a principal-based hiring system. Under that system, the principal of a school with a position to fill interviewed candidates. In selecting a candidate, the principal was free to use subjective evaluations without restriction by hiring guidelines other than the necessary teacher certification. Once the principal had made a selection, that applicant was recommended to the board of education for hiring. The board and the personnel office customarily followed the principal's recommendation.

The court found this practice in violation of Title VII of the Civil Rights Act of 1964 because it had a disproportionate, discriminatory impact upon Black teachers and applicants. Upon learning of the order for remedy, CRS offered its services to mediate on the grounds that a plan arrived at cooperatively would be less divisive, and that mediation would be a cost-effective alternative to extended litigation. All parties accepted the proposal, and the court issued an order that further litigation be held in abeyance while a mediated solution was attempted.

The result was that, while some decisions remained to be made by the court, the major framework for a solution was worked out by the parties and the areas of agreement presented to the court. The primary objective of the mediation sessions was to develop the components of an affirmative action plan. One component was an improved process for recruiting, selecting, and placing minority staff members. The school district agreed to emphasize recruitment at predominately minority colleges, to offer immediate letters-of-intent to hire qualified minority applicants, and to provide support mechanisms for new staff. A significant part of the agreement was establishment of a grievance mechanism to address any further complaints of hiring discrimination. The authority to hire new staff was taken away from principals.

General Community Relations Cases

Hannibal, Missouri. When a Ku Klux Klan splinter group announced plans for a rally here, a St. Louis-based group called the United Front Against the Klan (UFAK) and the Hannibal branch of the NAACP announced separate rallies to protest. The NAACP staged its "brotherhood rally" at a local church the night before the Klan was to meet. The rally drew a biracial group of about 175 people — Hannibal's population is 18,000 — to hear several speakers, including the mayor, advocate peace and



John Dengler/St. Louis Globe-Democrat
Ku Klux Klan members and anti-Klan demonstrators clash during KKK march in Hannibal. Law enforcement officers quickly restored order.

racial cooperation in the face of the approaching KKK gathering.

The UFAK planned its rally for the same time as and only a few blocks from the Klan's. Although the mayor attempted to move the Front's demonstration several miles away, a U.S. District Court ruled that the city had to honor the permit issued to the group.

CRS offered its assistance to help reduce the likelihood of a confrontation in this tense atmosphere. For example, on the chance that the KKK might put in an appearance at the NAACP rally, the agency recommended to police officials that an added measure of security be put in place at the church. But the agency also met with all law enforcement agencies involved, which included a state police contingent, to advise on the overall contingency plan developed to cope with the situation. In addition, CRS acted as liaison between police and anti-Klan protesters, at one point persuading the latter to comply with a police directive against carrying signs on large sticks that could be used as weapons.

On the day of the KKK rally, anti-Klan demonstrators broke through a police line and clashed briefly with Klan members. However, police quickly regained control, and no serious injuries were reported. There was general agreement among officials and observers that the thorough planning and preparations were responsible for the successful handling of the situation. Both the Hannibal police chief and the director for the NAACP's Region IV in St. Louis sent letters of appreciation to CRS for the part it played.

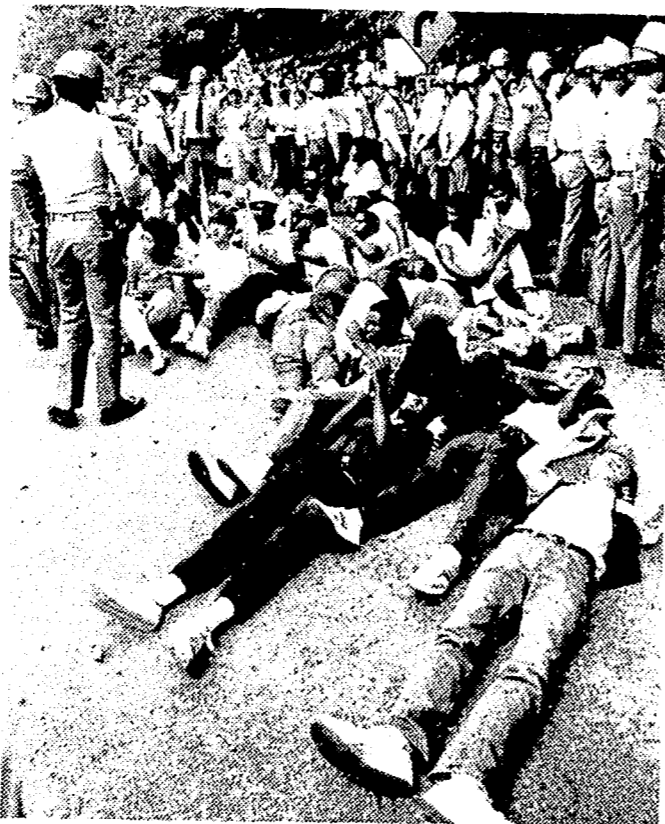
Warren County, North Carolina. Selection by state officials of a site in this county to dump soil contaminated with polychlorinated biphenyls (PCB) produced strenuous opposition from residents. The problem stemmed from the need to clean up 210 miles of highway where the roadsides had been sprayed with oil containing PCB. Use of the chemical was banned by the federal government after tests linked it to cancer in laboratory animals several years ago.

Warren County residents alleged that the state chose their county to create the toxic waste dump because it is rural, poor, and predominately Black. Officials denied that there was any truth to this allegation, but county citizens vowed to protest until the plan to dump the contaminated soil was dropped.

CRS intervened to see if a basis could be established for negotiations and to minimize the possibility of a violent confrontation between protesters and law enforcement authorities. When a biracial group marching to the state capital had a misunderstanding with state police over use of a highway, the agency resolved the impasse. After the marchers reached the city limits, CRS also helped work out with Raleigh officials the route that they would take through the city. Earlier, the agency had succeeded in ar-

ranging a meeting with Environmental Protection Agency (EPA) scientists outside Raleigh, some EPA officials traveling from the Atlanta regional office for the occasion.

In the end, the Warren County citizens failed in their effort to reverse the decision to put the dump site in the county. However, while that was, of course, the main issue, there had been substantial concern that emotions arising in the conflict might produce a major incident. Although police made hundreds of arrests during the course of the protests, which included attempts to physically bar trucks carrying contaminated soil to the dump site, there were no major violent incidents and no serious injuries.



Ricky Stille/Henderson Dispatch
Police officers prepare to remove demonstrators staging a "lie-in" to protest dumping of PCB-contaminated soil in Warren County, N.C. Disputes related to environmental issues are projected to be a growing part of CRS' caseload.

Boston. During FY 82, Boston experienced major race-related incidents to which CRS responded. In March 1982, a Black man was found dead from a fractured skull near subway tracks after he and a white companion had been chased into the station by white youths throwing bottles and stones. There was fear that some form of retaliation might result and set off other serious incidents

although community leaders urged calm and cooperation with the police in their investigation of the death.

After an assessment, CRS brought community leaders together with police officials, the district attorney, and U.S. attorney to help ensure that the community would be informed about the actions these officials were pursuing. The agency also set up mechanisms to control the spread of rumors, and urged the authorities to keep in mind the importance of revealing publicly any progress made, as well as the impact their actions would have on racial tensions. Five white teenagers were later arrested and charged with manslaughter.

Soon after this incident in Dorchester's Savin Hill section, the agency was asked for assistance in connection with the fire-bombing and harassment of Black families in Dorchester. Blacks and whites cooperatively initiated action in response to these incidents. For example, white neighbors of three firebombed families set up a list of neighbors the families could call for assistance if threatened, and even took turns staying through the night with the families to provide protection. In addition, interracial groups staged marches on at least two occasions in support of racial harmony. However, some other attempts at cooperative action deteriorated into shouting matches and produced even wider gaps among some of the participants.

CRS's assessment of the raft of incidents indicated a need for a community-wide focus on corrective actions. Dorchester is divided into 16 sections with a total population of about 160,000. Because of the seriousness of the problems, the community's size, the ethnic mix of residents, and other considerations, the agency determined that more than a single agency would be needed to organize an adequate effort.

Thus, CRS solicited as co-sponsors the Boston Committee, which is a businessmen's group organized by the mayor to promote harmonious race relations, and the deputy superintendent of the Boston Police Department for Area C, which includes Dorchester. The three co-sponsors proceeded to identify community leaders from each of Dorchester's 16 sections who could sit down with each other and discuss the community's problems. Out of the first meeting of this group — at the offices of the Boston Globe in June, 1982 — the Dorchester Task Force was born.

The Task Force embarked upon a comprehensive effort to address the community's problems. An early activity was the development of a proposal — submitted to the business community through the Boston Committee — to hire a youth coordinator and provide funding for programming by neighborhood associations in each of Dorchester's 16 sections. Youths are regarded by residents as a major factor in the community's racial problems. The youth coordinator and neighborhood association programming were funded to the tune of \$80,000 and operates out of Dorchester Neighborhood House.

The Task Force met with the mayor on several occasions and was given support on key initiatives. Among the group's other activities are: support for stiffer fines for public drinking, which residents believe contributes to problems; encouraging the news media to address the community's perceptions of the problems and solutions; and working with pertinent agencies on the question of adequacy of public safety. So successful has been the Task Force's efforts that the Hyde Park community is forming its own, and other sections of the city are looking at the group's experience. CRS will continue its involvement in FY 83.

Channel View, Texas. Hispanics and other residents alleged that Ku Klux Klan members were responsible for shootings, cross-burnings, assaults, and other violence in this unincorporated area just north of Houston. It was also alleged that these attacks, which had reportedly gone on sporadically for over two years, were designed to drive out Hispanics workers who were settling there.

A state KKK leader lives in the area, and residents maintained that both shootings and general harassment increased following periodic Klan meetings on his property. Many homeowners apparently were reluctant to take any action for fear of retaliation. However, one incident of resistance was reported in which an elderly store owner, whose business had been fired into, followed the alleged perpetrators and fired warning shots at them. A complicating factor is that the area is isolated and was patrolled infrequently by the county sheriff's department and an area constable.

CRS, learning of the difficulties, met with homeowners individually and later in a group to assist in organizing some joint approach to their problems. Originally, even the Klan leader and some members of his group attended meetings, generally denying responsibility for the violence and blaming it instead on illegal aliens. Some residents felt the Klan's participation in the meetings was justified because it provided the opportunity for direct discussion. Others were uncomfortable with the Klan's involvement despite the presence of law enforcement officers at the meetings.

After seven meetings, the group voted to reorganize without KKK participation in its discussions. CRS provided the group with information on crime prevention activities for citizens, and enlisted the support of officials such as the area's state legislator and organizations such as the Anti-Defamation League. In addition, since local law enforcement agencies attributed their limited coverage of the area to budget and manpower problems, CRS convened a meeting with the state police at which it was agreed that a cooperative arrangement would be worked out to increase patrols in Channel View.

Residents subsequently said that the increased visibility of police had brought a dramatic reduction in the number of incidents. It was also felt that organizing to act together as a community — and relationships established with supportive organizations and officials — had significantly enhanced their ability to cope with their situation. CRS has continued its contact with area residents to stay aware of any resurgence of problems.

Antelope, Oregon. Tension began building in this small town with the arrival in July 1981 of 500 followers of East Indian guru Bhagwan Shree Rajneesh. The focus of the conflict was the group's intention to establish a new home on a 64,000-acre ranch it purchased 20 miles from Antelope. Long-time residents said that they feared being driven out by the new group. The Rajneesh disciples countered that they just wanted to be good neighbors, and charged that town officials were denying them the First Amendment rights of freedom of religion and assembly.

By the spring of 1982, the dispute had reached nearly a critical stage. For example, there had been a long-running legal battle between the Rajneesh group and officials who denied it the permits needed to build on property purchased within the town. Jefferson County officials denied a request to hold a religious festival on the portion of the group's ranch in that county, and the Rajneesh representatives also challenged this decision in court. In addition, a

rancher's group called 1,000 Friends of Oregon actively opposed the efforts of Rajneesh Foundation International, the corporate entity of the religious group, to incorporate a town on the ranch.

In April 1982, Wasco County officials contacted CRS about the possibility of resolution of the conflict through mediation. The agency assisted the parties in arriving at mutually acceptable actions on several issues through a two-stage process.

The first part of that process was a successful effort to persuade all major parties involved to participate in the attempt to peacefully resolve their differences. In an agreement on May 27, the participants promised to work together to: "(1) prevent acts of violence, discrimination, and/or intimidation; (2) guard and preserve the civil rights of all persons concerned; and (3) open up and expand upon areas conducive to a peaceful solution of disagreements among and between the people of the respective communities." Signatories to the agreement included representatives of Rajneeshpuram (the ranch), 1,000 Friends of Oregon, Citizens for Constitutional Cities, and the city attorney of Antelope, and Jefferson County's district attorney.

That agreement created the framework for the second stage, which was, in essence, an effort to work out a more far-reaching solution of the problems through the newly-

created Wasco-Jefferson County Human Relations Committee. Ultimately, solutions were arrived at on several major issues. For example, town officials agreed to repeal a moratorium that had been imposed on business construction and renovation within town limits. The Rajneesh Foundation, in turn, agreed to curtail further development of businesses for the remainder of the year.

The Foundation also agreed that, when business construction resumed, no work would go forward until necessary services, such as an adequate water supply, were in place. The Foundation would pay for any capital improvements necessitated by its business development efforts. Town officials agreed to lend their support to the organization's application to the Oregon Land Use Board for permission to incorporate a town on the ranch.

In addition, the parties decided that all pending litigation would be dropped, and the Foundation agreed to pay more than \$19,000 in outstanding court costs. Another key point was that the parties stipulated that future disputes would be submitted for mediation or arbitration. Parties on both sides in the dispute credited CRS' role as a key element in their successful attempt to resolve their differences cooperatively.

West Chicago, Illinois. The U.S. District Court for Illinois' Northern District referred to CRS for mediation a case in which Hispanic residents had sued developers and managers of rental properties for alleged discrimination. However, at the same time the plaintiffs filed their suit in court, they had also filed a complaint with the U.S. Department of Housing and Urban Development's (HUD) Fair Housing Office. So a temporary complication developed for the CRS attempt at mediation when the plaintiffs elected to pursue the HUD conciliation process following a HUD finding against the defendants.

But after several weeks in which HUD and CRS coordinated as much as possible their attempts to push the dispute toward resolution, HUD decided to suspend its conciliation effort because of the parties' inability to agree upon the approach to be followed. CRS then began a round of separate meetings with the respective parties and their attorneys, joint sessions when warranted, and periodic status hearings before the court to keep it informed of the progress made.

The key sticking points during the negotiations, which continued for several months, were the questions of what affirmative action the defendants would take to ensure Hispanics access to the disputed properties, and how the matter of monetary damages would be handled. Ultimately, it was agreed that, to accommodate Hispanic seekers of housing, the defendants would take such steps as advertising in Spanish-speaking communications media, cooperating with a non-profit fair housing group, and providing leases printed in Spanish. Damages of \$10,000 would be divided among the plaintiffs.

The agreement also called for confidentiality in handling information from the monitoring of subsequent rental practices, which the defendants agreed to provide the fair housing group. After reaching a settlement, the parties and CRS also worked out with HUD a resolution of the complaint filed with that agency. Finally, the agreement was presented to the court, which issued it as consent decree.

Orange County, California. CRS intervened here after reports of harassment and violence against new Asian immigrants, and also after a number of incidents of alleged discrimination against other minority groups. In a meeting with an ad hoc committee, several matters of concern were looked at, including a rise in hate-group activity, an increase in alleged police harassment, and growing harassment of minorities in housing and jobs. In two incidents that further aggravated tensions, school officials at one point shifted a group of Asian children to a more remote school without notifying their parents, and retirees in a mobile home park petitioned to restrict the issuance of business licenses to Asians.

CRS' objective was to help create a broad-based community organization, with representatives from the county's various racial and ethnic groups, which could provide support to persons whose civil rights were violated. The organization which emerged is the Coalition for Dialogue on Human Rights, and it is made up of representatives from Asian, Hispanic, Black, Jewish and other white groups, and the Orange County Human Relations Commission. In addition, with technical assistance from CRS, the Coalition also picked up strong support from the governments of the cities of Westminster, Garden Grove, Santa Ana, Irvine, Costa Mesa, and Orange.

A major problem was to create an operating plan that would allow organizations in the Coalition to pursue their own objectives, and also to act as one body when a need arose. That goal was ultimately achieved, and the Coalition provided invaluable support when, for instance, an Asian shopkeeper and a clerk were murdered and the Coalition formed a victim's assistance committee to assist the families.

Other successes included convincing local police departments to cooperate in producing a videotape to train officers in aspects of Asian culture. This videotape was later reproduced in various languages and has been shared with police departments across the country. The Coalition also succeeded in convincing the County to reject the petition to restrict business licenses.

Philadelphia. After city police arrested three Haitian refugees, a tense situation developed. The arrest occurred when one of the three applied for a driver's license, and suspicions arose over the identification presented. The group had been brought to Philadelphia by legitimate sponsors, but there apparently was some question whether



Holly Gill
Followers of Bhagwan Shree Rajneesh and representatives of Antelope, Oregon, meet in one of several mediation sessions held in effort to alleviate friction. At center are Robert Lamb, Jr. (partially hidden) and John Mathis, of CRS' Northwest Regional Office in Seattle.

the refugees had obtained proper authorization before departing Miami.

A city organization involved in support for Haitian refugees contacted CRS for help upon learning of the arrests, alleging that the three arrestees had been subjected to indignities and prevented from making telephone calls for assistance. A demonstration on federal property was threatened to protest the arrest and alleged mistreatment of the Haitians.

Because of the tension building over the incident, and because it came at a time when there had been disturbances elsewhere over the Haitian refugee issue, the agency arranged an emergency meeting to try and resolve the matter. Present were representatives of Fellowship Farms, sponsor of the arrested Haitians; The Philadelphia Fellowship Commission, another interested organization; the Philadelphia Police Department; and the regional director of the Immigration and Naturalization Service.

The discussions produced procedures that it was hoped would avoid a repeat of the incident. For example, it was agreed that, in the event of future arrests, the police department would promptly notify Fellowship Farms, as sponsor of Haitian refugees in the area. The scheduled protest demonstration was called off.

Meriden, Connecticut. The Ku Klux Klan planned several weekly rallies in small towns throughout Connecticut, scheduled to culminate in a major event in Meriden in March 1982. The Klan had visited this community on two other occasions during the preceding year. One of those visits came after the fatal shooting of a Black man by police touched off a series of protests by the Black community against the police department. The KKK seized upon those protests to mount its own counter-demonstrations, and major violence erupted between the Klan and anti-KKK groups.

This time a number of anti-Klan groups were also prepared to greet the organization, and there was concern among the authorities about avoiding a repeat of the inci-

dent of 1981. CRS contacted a large number of local, state, and federal officials, and community leaders to provide information and share experiences to aid preparations for the upcoming event.

Approximately 2,000 people attended the Klan rally in Meriden, and several anti-Klan groups showed up to voice their opposition. But as a result of the extensive, coordinated planning by the state police and local police departments, the rally took place without major incident. There were four arrests for misdemeanors.

Texas. When the United Farm Workers Union (UFWU) abruptly decided to conduct a protest march before its state convention in San Juan, the resulting tension led CRS to become involved to minimize the chance of a confrontation. The UFWU's plan was that one group of marchers would start at Brownsville and head west and a second would begin at La Joya and go east — eventually meeting for a final rally in San Juan.

Together, the two groups would be covering some one hundred miles, along the way collecting complaints against area growers and soliciting support for the final rally. In addition to the potential for problems inherent in a 100-mile protest march, tension increased further when it was learned that UFWU's national president would personally lead the protest activity.

Along the route of the marches, CRS facilitated the issuance of parade permits, provided the marchers with information about local ordinances pertinent to march logistics, and acted as liaison between the marchers and law enforcement agencies. Several meetings were arranged between UFWU leaders and law enforcement officials along the way to establish ground rules for a basic working relationship.

CRS's ability to explain the UFWU's march operation and methodology led to a better understanding by officials of the nature of the protest, and also helped to reduce friction between the demonstrators and police officers assigned to escort them. The march was completed peacefully.

Comparison of Workload Data for Fiscal Years 1981 and 1982

| | FY 1981 | FY 1982 | Percent of change |
|----------------------------|---------|---------|----------------------|
| Alerts | 1,548 | 1,996 | +28.9 |
| Assessments | 1,219 | 1,476 | +21.1 |
| Conciliation Cases: | | | |
| Conducted | 991 | 1,070 | +7.8 |
| Concluded | 792 | 836 | +5.6 |
| Mediated Cases: | | | |
| Conducted | 31 | 26 | -16.1 |
| Concluded | 20 | 19 | -5.0 |

Community Relations Service Offices

REGION I (NEW ENGLAND)

100 Summer Street
Room 1920
Boston, MA 02110
(617) 223-5170

REGION II (NORTHEAST)

26 Federal Plaza
Room 3402
New York, NY 10007
(212) 264-0700

REGION III (MID-ATLANTIC)

2nd & Chestnut Streets
Room 309
Philadelphia, PA 19106
(215) 597-2344

REGION IV (SOUTHEAST)

75 Piedmont Avenue, NE
Room 900
Atlanta, GA 30303
(404) 221-6883
(FTS) 242-6883*

Field Office

51 S.W. First Avenue
Room 121
Miami, FL 33130
(305) 350-5206

REGION V (MIDWEST)

175 West Jackson Boulevard
Room 1113
Chicago, IL 60603
(312) 353-4391

Field Office

231 West Lafayette Boulevard
Room 608
Detroit, MI 48226
(313) 226-4010

REGION VI (SOUTHWEST)

1100 Commerce Street
Room 13B-35
Dallas, TX 75242
(214) 767-0824
(FTS) 729-0824*

Field Office

515 Rusk Street
Houston, TX 77001
(713) 229-2861
(FTS) 526-4861*

REGION VII (CENTRAL)

911 Walnut Street
Room 2411
Kansas City, MO 64106
(816) 374-2022
(FTS) 758-2022*

REGION VIII (ROCKY MOUNTAIN)

1531 Stout Street
Fourth Floor
Denver, CO 80202
(303) 837-2973
(FTS) 327-2973*

REGION IX (WESTERN)

1275 Market Street
Room 1050
San Francisco, CA 94103
(415) 556-2485

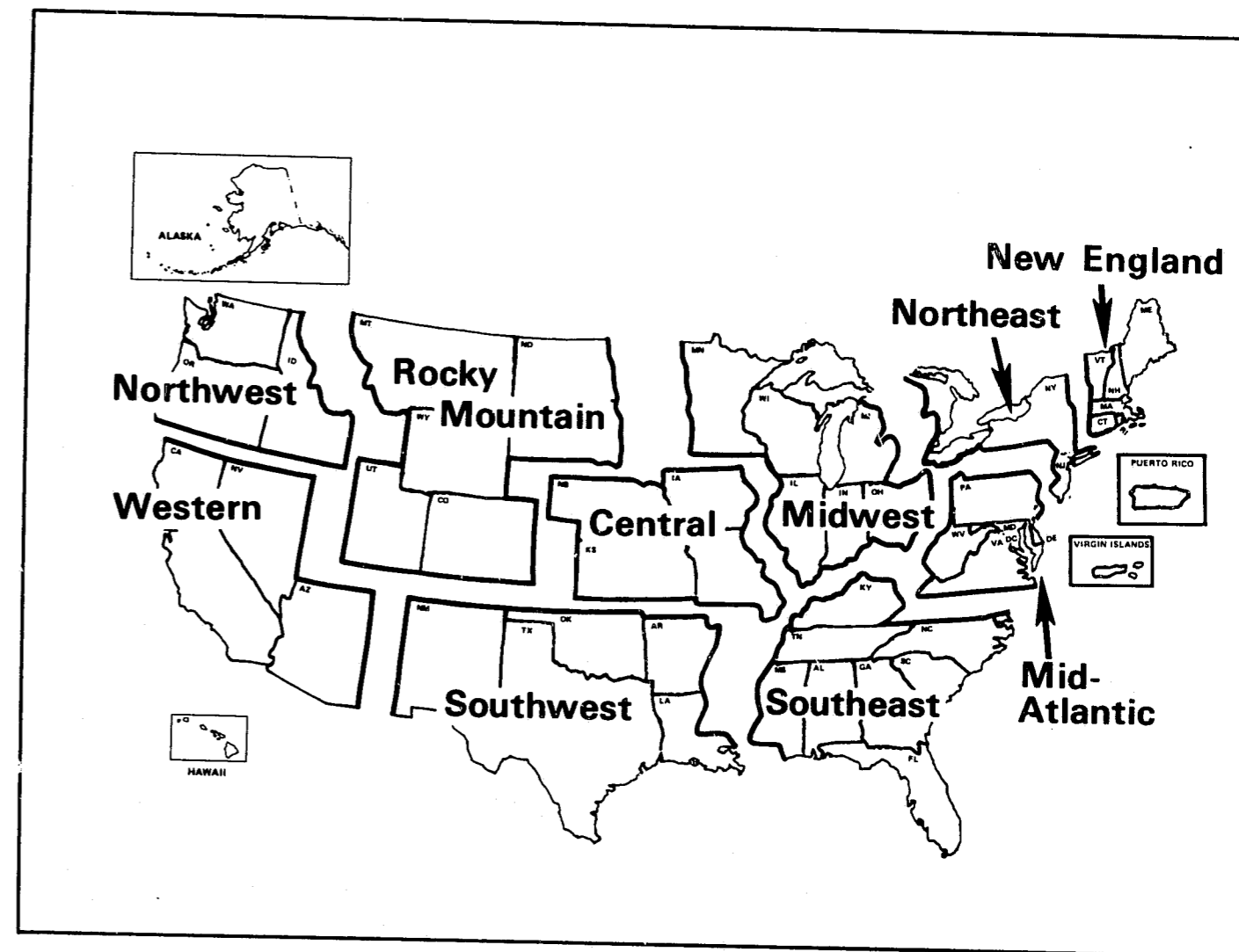
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END